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Subject

6301 – Wilderness Characteristics Inventory (Public)

1. Explanation of Materials Transmitted: This Manual contains the Bureau of Land Management's (BLM) policy, direction, general procedures, and guidance for conducting wilderness characteristics inventories under Section 201 of the Federal Land Policy and Management Act of 1976 (FLPMA). This Manual does not address Wilderness areas designated by Congress or Wilderness Study Areas (WSAs) pending before Congress. This Manual implements in part Secretarial Order 3310, Protecting Wilderness Characteristics on Lands Managed by the BLM. It incorporates principles from BLM guidance (e.g., Organic Act directives) and legal rules developed as part of the BLM's original wilderness inventories.

2. Reports Required: None

3. Materials Superseded: None

4. Filing Instructions: File as directed below

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(Total: 28 Sheets)

/s/

Robert V. Abbey
Director

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.01 Purpose. This Manual contains the Bureau of Land Management's (BLM) policy, direction, general procedures, and guidance for conducting wilderness characteristics inventories under Section 201 of the Federal Land Policy and Management Act of 1976 (FLPMA). This Manual does not address Wilderness areas designated by Congress or Wilderness Study Areas (WSAs) pending before Congress.

.02 Objective. This Manual establishes BLM policy for identifying Lands with Wilderness Characteristics (LWC).

.03 Authority. Principal authorities affecting the inventory of public lands for wilderness characteristics are:

A. FLPMA, 43 U.S.C. 1701, *et seq*, exclusive of 43 U.S.C. 1782.

B. Wilderness Act of 1964, 16 U.S.C. 1131, *et seq*.

.04 Responsibilities.

A. The Director shall:

1. Develop policy, goals, objectives, and procedures for conducting wilderness characteristics inventories.
2. Coordinate with State Directors in conducting wilderness characteristics inventories.
3. Establish and ensure adherence to delegations of authority related to decisions, actions, and policies concerning wilderness characteristics inventories.

B. State Directors shall:

1. Implement policy and provide statewide program coordination and guidance for conducting wilderness characteristics inventories.
2. Provide program development, technical management assistance, and support to District and Field Offices as required to review information and document decisions made with respect to LWCs.

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1. Review and document relevant data, including citizen-submitted information, for conducting and maintaining the wilderness characteristics inventory on a continuing basis.
2. Determine and document which inventory areas or portions of inventory areas possess or lack wilderness characteristics.
3. Maintain a permanent documentation file for inventoried areas.
4. Coordinate with other Federal agencies in conducting wilderness characteristics inventories.

.05 References. Principal references for this Manual are:

- A. FLPMA, 43 U.S.C. 1701, *et seq.*
- B. Wilderness Act, 16 U.S.C. 1131 *et seq.*
- C. BLM Regulations, 43 CFR Part 1600.
- D. Secretarial Order 3310, December 22, 2010.

.06 Policy. Managing the wilderness resource is part of the BLM's multiple use mission. Lands with wilderness resources provide a range of uses and benefits in addition to their value as settings for solitude or other primitive and unconfined recreation.

A. Wilderness Characteristics Inventory. Regardless of past inventory, the BLM must maintain and update as necessary, its inventory of wilderness resources on public lands. The wilderness characteristics inventory may need to be updated when:

1. The public or the BLM identifies wilderness characteristics as an issue during scoping in a National Environmental Policy Act (NEPA) analysis;
2. The BLM is undertaking a land use planning process under Manual 6302;
3. The BLM has new information concerning resource conditions, including wilderness characteristics information submitted by the public that meets the BLM's minimum threshold as described at .13 of this Manual;
4. The BLM has determined that the land appears to have wilderness characteristics and a proposed project may impair those apparent characteristics; or
5. Additional lands are acquired.

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B. Documentation. District or Field Managers must document wilderness characteristics inventories according to attached Appendices A-D as applicable.

.07 Background.

The inventory will evaluate wilderness characteristics as discussed in Section 2(c) of the Wilderness Act, and incorporated in FLPMA, which states:

“A wilderness, in contrast with those areas where man and his own works dominate the landscape, is hereby recognized as an area where the earth and its community of life are untrammelled by man, where man himself is a visitor who does not remain. An area of wilderness is further defined to mean in this Act an area of undeveloped Federal land retaining its primeval character and influence, without permanent improvements or human habitation, which is protected and managed so as to preserve its natural conditions and which (1) generally appears to have been affected primarily by the forces of nature, with the imprint of man’s work substantially unnoticeable; (2) has outstanding opportunities for solitude or a primitive and unconfined type of recreation; (3) has at least five thousand acres of land or is of sufficient size as to make practicable its preservation and use in an unimpaired condition; and (4) may also contain ecological, geological, or other features of scientific, educational, scenic, or historical value.”

.1 Wilderness Characteristics Inventory Procedures.

.11 Introduction. This section contains procedural guidance for conducting wilderness characteristics inventories of BLM lands.

.12 Maintaining the Inventory.

Section 201 of FLPMA requires the BLM to maintain an inventory of all public lands and their resources and other values. It also provides that the preparation and maintenance of the inventory shall not, of itself, change or prevent change of the management or use of the lands. The BLM will determine when it is appropriate to conduct a wilderness characteristics inventory, consistent with the Secretarial Order 3310. The BLM may conduct a wilderness characteristics inventory in the context of a land use plan, when new information exists, or when conditions change. Also, the BLM must conduct an inventory before authorizing a proposed project when (1) the project area appears to have wilderness characteristics that have not been inventoried and analyzed consistent with Secretarial Order 3310 and (2) the proposed project may impair those apparent wilderness characteristics.

The primary function of an inventory is to determine the presence or absence of wilderness characteristics. Keeping an inventory current requires gathering information and ensuring that all inventories have permanent files. It is essential that an adequate record of the inventory and subsequent updates be maintained to ensure proper documentation of inventory findings, including relevant narratives, maps, photographs, new information, and any other relevant information.

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.13 Wilderness Characteristics Inventory Process. A wilderness characteristics inventory is the process of determining the presence or absence of wilderness characteristics. The BLM must document existing conditions as opposed to potential future conditions. The BLM may conduct the inventory using available information (e.g., existing maps, photos, records related to range projects, monitoring data), and will field check the information as necessary. This wilderness characteristics inventory process directive does not mean that the BLM must conduct a completely new inventory and disregard the inventory information that it already has for a particular area. Rather, the BLM must ensure that its inventory is maintained.

A. Documentation and Minimum Standards for Review of New Information.

1. When new information regarding wilderness characteristics is received, the BLM will document the submitted materials including:

- a. date of submission;
- b. name of proponent;
- c. name of proposal and/or area identified by the proponent;
- d. BLM District(s) and Field Office(s) affected;
- e. type of material submitted (e.g., narrative, map, photo); and
- f. whether or not the public information meets the minimum standard for further review by the BLM.

2. The minimum standard that new information must meet in order for the BLM to consider the information during a wilderness characteristics inventory process requires a submission of the following information to the BLM:

- a. a map of sufficient detail to determine specific boundaries of the area in question;
- b. a detailed narrative that describes the wilderness characteristics of the area and documents how that information substantially differs from the information in the BLM inventory of the area's wilderness characteristics; and
- c. photographic documentation.

B. Evaluation of New Information.

When new information regarding wilderness characteristics meets the minimum standard for further review, as soon as practicable, the BLM shall evaluate the information regarding the validity of proposed boundaries of the

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area(s), the existence of wilderness inventory roads and other boundary features, the size of the area(s), and the presence or absence of wilderness characteristics. This evaluation may be based on relevant information available in the office (prior BLM inventories, interdisciplinary team knowledge, aerial photographs, field observations, maps, etc.). Field checking may also be needed. The BLM will compare existing data with the submitted information, determine if the conclusion reached in previous BLM inventories remains valid, and determine whether the area should be classified as an LWC and document its findings. The BLM will document the rationale for the findings, make the findings available to the public, and retain a record of the evaluation and the findings as evidence of the BLM's consideration.

C. Identification of Lands Requiring Inventory.

1. Identification of a specific area where inventory is needed requires a combined review of existing land status and available route inventory data. Where acquired lands are inventoried, the area inventoried may be larger than the acquired lands because of the need to look at contiguous roadless Federal lands.
2. Each area will be assigned a unique identifier using a two-letter state code, office code, and an inventory area number, e.g. NV-030-051. Where possible, numbers assigned should build on the original inventory.
3. The Permanent Documentation File for each area will be updated or developed as appropriate (Appendix A).

D. Completing the Inventory.

Necessary forms for each area will be completed (see Appendix B: Inventory Area Evaluation, Appendix C: Route Analysis, and Appendix D: Photo Log). The forms in Appendices B, C, and D should be adequate for most wilderness characteristics inventories, but minor modifications may be made to meet Field Office needs as long as primary criteria and definitions remain unchanged.

.14 Wilderness Characteristics.

A. Wilderness Characteristics Inventory Unit Boundary Delineation. The boundary of the wilderness characteristics inventory unit must be established. Where possible, BLM offices should use existing wilderness characteristics inventory units for maintaining the inventory. The boundary is generally based on the presence of wilderness inventory roads (see Appendix C to determine if a route meets the wilderness inventory road definition), and can also be based on property lines between lands in Federal ownership and other ownerships or developed rights of way. Other inventory unit boundaries may occasionally be identified.

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B. Analysis of Wilderness Characteristics. The inventory will evaluate wilderness characteristics as defined in Section 2(c) of the Wilderness Act, and incorporated in FLPMA. In order for an area to be classified as an LWC, it must possess sufficient size, naturalness, and outstanding opportunities for either solitude or primitive and unconfined recreation. In addition, it may also possess supplemental values.

1. Size.

a. Determine if the size criteria will be satisfied for areas by meeting one of the following situations and circumstances:

(1) Roadless areas with over 5,000 acres of contiguous BLM lands. State or private lands are not included in making this acreage determination.

(2) Roadless areas of less than 5,000 acres of contiguous BLM lands where any one of the following apply:

(a) They are contiguous with lands which have been formally determined to have wilderness or potential wilderness values, or any Federal lands managed for the protection of wilderness characteristics. Such lands include:

- i. designated Wilderness,
- ii. BLM Wilderness Study Areas,
- iii. BLM Wild Lands,
- iv. U.S. Fish and Wildlife Service areas
Proposed for Wilderness Designation,
- v. U.S. Forest Service (FS) Wilderness Study
Areas or areas of Recommended Wilderness,
and
- vi. National Park Service (NPS) areas
Recommended or Proposed for Designation.

They do not include NPS areas merely considered "Eligible for Wilderness Study," nor do they include FS Roadless Areas unless they are also designated as "Recommended Wilderness" through a Forest Plan Revision.

(b) It is demonstrated that the area is of sufficient size as to make practicable its preservation and use in an unimpaired condition.

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- (c) Any roadless island of the public lands.
- b. Determine whether or not at least one of the size criteria are met by lands within the inventory unit and document in writing the rationale for arriving at this determination.

Note: If an inventory area does not meet at least one of the size criteria, it does not contain wilderness characteristics. Further inventory activity to document naturalness, outstanding opportunities for solitude or a primitive and unconfined type of recreation, and supplemental values is unnecessary. The findings must be documented.

2. Naturalness.

- a. Affected Primarily by the Forces of Nature. Determine if the area appears to be in a natural condition.

(1) The area must appear to have been affected primarily by the forces of nature, and any work of human beings must be substantially unnoticeable. Examples of human-made features that may be considered substantially unnoticeable in certain cases are: trails, trail signs, bridges, fire breaks, pit toilets, fisheries enhancement facilities, fire rings, historic properties, archaeological resources, hitching posts, snow gauges, water quantity and quality measuring devices, research monitoring markers and devices, minor radio repeater sites, air quality monitoring devices, fencing, spring developments, barely visible linear disturbances, and stock ponds.

- b. Describing Human Impacts. Document noticeable human impacts within the area. If several minor impacts exist, summarize their cumulative effect on the area's degree of apparent naturalness.

(1) The review of human impacts will assess the presence or absence of apparent naturalness (i.e., do the works of humans appear to be substantially unnoticeable to the average visitor?). There is an important difference between an area's natural integrity and its apparent naturalness as explained below.

(a) Natural integrity refers to the presence or absence of ecosystems that are relatively unaffected by modern human activities.

(b) Apparent naturalness refers to whether or not an area looks natural to the average visitor who is not familiar with

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the biological composition of natural ecosystems versus human-affected ecosystems.

- (2) Caution should be used in assessing the effect of relatively minor human impacts on naturalness. Some human works are acceptable so long as they are substantially unnoticeable. Avoid an overly strict approach to assessing naturalness. For example, the presence of a water trough is a relatively minor human impact on naturalness, and may be considered substantially unnoticeable.

c. Outside Human Impacts. Human impacts outside the area will not normally be considered in assessing naturalness of an area. If, however, a major outside impact exists, it should be noted in the overall inventory area description and evaluated for its direct effects on the area.

d. Determination and Documentation. Determine whether or not the naturalness criterion is met and document in writing the rationale for arriving at the determination.

Note: If an inventory area does not meet the naturalness criterion, it does not contain wilderness characteristics. Further inventory activity to document outstanding opportunities for solitude or a primitive and unconfined type of recreation or supplemental values is unnecessary. Document the findings.

3. Outstanding Opportunities for Solitude or a Primitive and Unconfined Type of Recreation. Determine if the area has outstanding opportunities for solitude or a primitive and unconfined type of recreation. The word “or” in this sentence means that an area only has to possess one or the other. The area does not have to possess outstanding opportunities for both elements, nor does it need to have outstanding opportunities on every acre, even when an area is contiguous to lands with identified wilderness characteristics. In most cases, the two opportunities can be expected to go hand-in-hand. An outstanding opportunity for solitude, however, may be present in an area offering only limited primitive recreation potential. Also, an area may be so attractive for primitive recreation that it would be difficult to maintain an opportunity for solitude.

Each area must be assessed on its own merits or in combination with any contiguous lands described in .14.B of this Manual as to whether an outstanding opportunity exists. Do not disqualify an area based on a finding that outstanding opportunities exist in only a portion of the area. Do not compare the lands in question with other parcels. Do not use any type of rating system or scale—whether numerical, alphabetical, or qualitative—in making the assessment. Use professional judgment in determining whether outstanding

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opportunities exist in each area and document in writing the rationale for arriving at the determination.

a. Solitude. Determine whether or not the area has outstanding opportunities for solitude.

(1) In making this determination, consider factors that influence solitude only as they affect a visitor's opportunity to avoid the sights, sounds, and evidence of other people in the area. Only consider the impacts of sights and sounds from outside the inventory area on the opportunity for solitude if these impacts are pervasive and omnipresent.

(2) Factors or elements influencing solitude may include size, configuration, topographic and vegetative screening, and ability of the visitor to find seclusion. It is the combination of these and similar elements upon which an overall solitude determination will be made. It may be difficult, for example, to avoid the sights and sounds of people in some areas unless the area is relatively large. Outstanding opportunities for solitude can be found in areas lacking vegetation or topographic screening. A small area could also provide opportunities for solitude if, due to topography or vegetation, visitors can screen themselves from one another.

b. Primitive and Unconfined Recreation.

(1) Determine whether or not the area offers an outstanding opportunity for a primitive and unconfined type of recreation. In making this determination, consider those activities that provide dispersed, undeveloped recreation which do not require facilities, motor vehicles, motorized equipment, or mechanized transport.

(2) Some examples of primitive and unconfined types of recreation include hiking; backpacking; fishing; hunting; spelunking; horseback riding; climbing; river running; cross-country skiing; snowshoeing; dog sledding; photography; bird watching; canoeing; kayaking; sailing; and sightseeing for botanical, zoological, or geological features.

(3) An area may possess outstanding opportunities for a primitive and unconfined type of recreation through either the diversity in primitive and unconfined recreational activities possible in the area or the outstanding quality of one opportunity. Other factors to consider include:

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(a) Present visitor use of an area is not necessary in evaluating this criterion. Determine whether an outstanding opportunity is present, regardless of the amount of use.

(b) A trail system or convenient access is not essential for an outstanding opportunity for primitive and unconfined recreation. The absence of these facilities may increase opportunities for primitive and unconfined recreation.

(c) The presence of water is not essential for an outstanding primitive recreation opportunity.

(d) The presence of “challenge” and “risk” are appropriate considerations, but not essential for an outstanding primitive recreation opportunity to exist in an area.

Note: If an inventory area does not meet the solitude criterion and does not meet the primitive and unconfined recreation criterion, it does not contain wilderness characteristics. Further inventory activities to document supplemental values are unnecessary. If the area meets the primitive recreation and/or solitude criteria as well as the size and naturalness criteria, it does contain wilderness characteristics. Document in writing the rationale for arriving at the determination.

4. Supplemental Values. If size, naturalness, and outstanding opportunities criteria are met, then determine if the area contains ecological, geological, or other features of scientific, educational, scenic, or historical value. Supplemental values are not required to be present in order to classify an area as an LWC, but their presence should be documented where they exist.

C. LWC Boundary Delineation. Define the area with wilderness characteristics to exclude wilderness inventory roads and other substantially noticeable human-caused impacts (Appendix C provides a framework for determining whether a route is a road for the purposes of wilderness characteristics inventory). Minor impacts rarely require an adjustment. Where there are several minor impacts, they should be evaluated for their cumulative effect on an area’s apparent naturalness. The defined area of the LWC must meet the previously described criteria for size, naturalness, and outstanding opportunities for solitude or primitive and unconfined recreation.

1. Lands located between individual human impacts should not be automatically excluded from the area.

2. When establishing the boundary, do not create a setback or buffer from the physical edge of the imprint of man.

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3. Developed rights-of-way (ROW) are treated like other impacts, and the boundary should be drawn to exclude those ROWs.
4. Undeveloped ROWs and similar undeveloped possessory interests (e.g., mineral leases) are not treated as impacts to wilderness characteristics because these rights may never be developed.
5. An area can have wilderness characteristics even though every acre within the area may not meet all the criteria. The boundary should be determined largely on the basis of wilderness inventory roads and naturalness rather than being constricted on the basis of opportunity for solitude or primitive and unconfined recreation. The location of boundaries should primarily be set to exclude the unnatural portions of the area.

Note: Inventory areas that meet the size, naturalness, and the outstanding solitude and/or the outstanding primitive and unconfined recreation criteria are described as LWCs.

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Following are definitions for terms used in this Manual. Also see definitions for terms used in Section 103 of FLPMA, BLM planning regulations at 43 CFR 1601.0-5, the wilderness regulations at 43 CFR 6301.5, and the Wilderness Act. This glossary does not supersede those definitions or those in other laws or regulations.

Apparent Naturalness: See naturalness.

Boundaries: Inventory unit boundaries are normally formed by wilderness inventory roads, property lines, developed rights-of-way, or other substantially noticeable imprints of human activity. Dead-end roads (i.e., “cherry stem roads”) may extend into the unit and are excluded from the unit, which will modify the unit boundary.

Contiguous: Lands or legal subdivisions having a common boundary. Lands either bisected by wilderness inventory roads or having only a common corner are not contiguous. A checkerboard land pattern does not contain contiguous lands.

Island: An area of land surrounded by water.

Land Use Plan: A set of decisions that establish management direction for land within an administrative area, as prescribed under the planning provisions of the FLPMA; an assimilation of land-use-plan-level decisions developed through the planning process outlined in 43 CFR 1600, regardless of the scale at which the decisions were developed. As used in this Manual, Land Use Plan also includes Integrated Activity Plans used in the National Petroleum Reserve – Alaska.

Lands with Wilderness Characteristics: Lands that have been inventoried and determined by the BLM to contain wilderness characteristics as defined in Section 2(c) of the Wilderness Act.

Naturalness: The degree to which an area generally appears to have been affected primarily by the forces of nature with the imprint of people’s work substantially unnoticeable. It is not synonymous with “natural integrity.”

Natural Integrity: The presence or absence of ecosystems that are relatively unaffected by modern human activities.

Opportunity: A situation or condition favorable for attainment of a goal.

Outstanding: 1. Standing out among others of its kind; conspicuous; prominent; 2. Superior to others of its kind; distinguished; excellent.

Primitive and Unconfined Recreation: Non-motorized, non-mechanized (except as provided by law), and undeveloped types of recreational activities.

Primitive Route: Any transportation linear feature located within areas that have been identified as having wilderness characteristics and not meeting the wilderness inventory road definition.

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Public Lands: Any land and interest in land owned by the United States within the several States and administered by the Secretary of the Interior through the Bureau of Land Management, without regard to how the United States acquired ownership, except: lands located on the Outer Continental Shelf; lands held in trust for the benefit of Indians, Aleuts, and Eskimos; and lands where the United States retains the mineral estate but the surface is non-BLM managed lands.

Road: For the purpose of inventorying wilderness characteristics only, the BLM will continue to base the “road” definition on FLPMA’s legislative history. The language below is from the House of Representatives Committee Report 94-1163, page 17, dated May 15, 1976, on what became FLPMA.

“The word ‘roadless’ refers to the absence of roads which have been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.”

The BLM will refer to routes that meet the above definition as wilderness inventory roads. The BLM previously adopted and will continue to use sub-definitions of certain words and phrases in the BLM wilderness inventory road definition stated above. Routes which have been improved and maintained by mechanical means to insure relatively regular and continuous use are wilderness inventory roads.

- a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.
- b. Mechanical means – Use of hand or power machinery or tools.
- c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources; access roads to maintained recreation sites or facilities; or access roads to mining claims.

A route that was established or has been maintained solely by the passage of vehicles would not be considered a road for the purposes of wilderness inventory, even if it is used on a relatively regular and continuous basis. Vehicle routes constructed by mechanical means but that are no longer being maintained by mechanical methods are not wilderness inventory roads. Sole use of hands and feet to move rocks or dirt without the use of tools or machinery does not meet the definition of “mechanical means.” Wilderness inventory roads need not be “maintained” on a regular basis but rather “maintained” when road conditions warrant actions to keep it in a usable condition. A dead-end (cherry-stem) road can form the boundary of an inventory area and does not by itself disqualify an area from being considered “roadless.”

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A route, or a segment of a route, which was mechanically improved to permit the passage of vehicles, but which to date has not needed any further mechanical improvement or maintenance to facilitate the relatively regular and continuous passage of vehicles, can be a road in those circumstances where the road would be maintained if the need were to arise.

While the purpose of a route is not a deciding factor to consider in determining whether a route is a road for wilderness inventory purposes, it does provide context in which to consider the criteria for a road determination. For example, the purpose of the route provides context when the BLM considers whether maintenance of the route insures relatively regular and continuous use and whether maintenance, that may so far have been unnecessary to insure the use, would occur when the need arises.

Route: Roads, primitive roads, and trails that are part of the transportation system.

Setback: A buffer or border, including “zone of influence.”

Solitude: The state of being alone or remote from others; isolation. A lonely or secluded place.

Supplemental Values: Ecological, geological, or other features of scientific, educational, scenic, or historical value. These values may be present in an area with wilderness characteristics, but they are not required.

Transportation System: The transportation systems represent the sum of the BLM’s recognized inventory of linear features (roads, primitive roads, and trails) formally recognized and approved as part of the BLM’s transportation network.

Untrammeled: Unhindered and free from modern human control or manipulation.

Wild Lands: A designation resulting from a land use plan decision to protect Lands with Wilderness Characteristics. In designating an area as Wild Lands, the land use plan will make decisions to protect the area’s wilderness characteristics to avoid impairment. A wider range of actions and activities may be allowed in Wild Lands than can occur in Wilderness.

Wilderness: An area defined in Section 2(c) of the Wilderness Act, and included in the National Wilderness Preservation System.

Wilderness Characteristics: These attributes include the area’s size, its apparent naturalness, and outstanding opportunities for solitude or a primitive and unconfined type of recreation. They may also include supplemental values.

Wilderness Inventory Road: See road.

Wilderness Study Area: Areas with wilderness characteristics identified and designated through the inventory and study processes authorized by Section 603 of FLPMA, and, prior to 2003, through the planning process authorized by Section 202 of FLPMA.

6301 -Wilderness Characteristics Inventory (Public)**.3 Acronyms.**

BLM – Bureau of Land Management

CFR – Code of Federal Regulations

FLPMA – Federal Land Policy and Management Act of 1976

FS – U.S. Forest Service

LWC – Land with Wilderness Characteristics

NEPA – National Environmental Policy Act of 1969

NPS – National Park Service

ROW – Right-of-way

U.S.C. – United States Code

WSA – Wilderness Study Area

6301 -Wilderness Characteristics Inventory (Public)**6301-WILDERNESS CHARACTERISTICS INVENTORY****APPENDIX A – PERMANENT DOCUMENTATION FILE**

The permanent documentation file should include the following:

1. **Inventory Area Evaluation:** Appendix B.
2. **Route Analysis:** Appendix C.
3. **Inventory Maps:** Inventory maps used in conducting and documenting findings of wilderness characteristics inventories must be retained. Maps should depict the area's unique identifier, boundary, and any photo points.
4. **Photo Documentation:** Documentation could include a descriptive log and photographs (Appendix D).
5. **Supporting Documentation:** Include additional notes, forms, and documents.

6301 -Wilderness Characteristics Inventory (Public)**6301-WILDERNESS CHARACTERISTICS INVENTORY****APPENDIX B – INVENTORY AREA EVALUATION****Evaluation of Current Conditions:**

1) Document and review any existing BLM wilderness characteristics inventory findings on file regarding the presence or absence of individual wilderness characteristics, using Form 1, below.

2) Consider relevant information regarding current conditions available in the office. Identify and describe any changes to the existing inventory information. Use interdisciplinary team knowledge, aerial photographs, field observations, maps, etc. and document the findings on Form 2, below. Document current conditions regarding wilderness characteristics, as opposed to potential future conditions.

Conduct field reviews as necessary to verify information and to ascertain current conditions. Reach conclusions on current conditions including boundaries, size of areas and presence or absence of wilderness characteristics. Fully explain the basis for each conclusion on Form 2, including any critical differences between BLM and citizen information.

Document the findings regarding current conditions for each inventoried area. Describe how the present conditions are similar to, or have changed from, the conditions documented in the original wilderness characteristics inventory. Document the findings on Form 2 for each inventory area. Cite to or attach data considered, including photographs, maps, GIS layers, field trip notes, project files, etc.

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FORM 1**Documentation of BLM Wilderness Characteristics Inventory Findings on Record**

1. Is there existing BLM wilderness characteristics inventory information on all or part of this area?

No _____ (Go to Form 2) **Yes** _____ (If yes, and if more than one area is within the area, list the unique identifiers for those areas.):

a) Inventory Source: _____

b) Inventory Area Unique Identifier(s): _____

c) Map Name(s)/Number(s): _____

d) BLM District(s)/Field Office(s): _____

2. BLM Inventory Findings on Record:

Existing inventory information regarding wilderness characteristics (if more than one BLM inventory area is associated with the area, list each area and answer each question individually for each inventory area):

Inventory Source: _____

Area Unique Identifier	Sufficient Size? Yes/No (acres)	Naturalness? Yes/No	Outstanding Solitude? Yes/No	Outstanding Primitive & Unconfined Recreation? Yes/No	Supplemental Values? Yes/No

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FORM 2**Current Conditions: Presence or Absence of Wilderness Characteristics**

Area Unique Identifier_____ Acreage_____

(If the inventory area consists of subunits, list the acreage of each and evaluate each separately).

In completing steps (1)-(5), use additional space as necessary.

(1) Is the area of sufficient size? (If the area meets one of the exceptions to the size criterion, check "Yes" and describe the exception in the space provided below),

Yes _____ No _____

Note: If "No" is checked the area does not have wilderness characteristics; check "NA" for the remaining questions below.

Description (describe the boundaries of the area--wilderness inventory roads, property lines, etc.):_____

(2) Does the area appear to be natural?

Yes _____ No _____ N/A _____

Note: If "No" is checked the area does not have wilderness characteristics; check "NA" for the remaining questions below.

Description (include land ownership, location, topography, vegetation, and summary of major human uses/activities):_____

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(3) Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for solitude?

Yes _____ No _____ N/A _____

Description (describe the area's outstanding opportunities for solitude):

(4) Does the area (or the remainder of the area if a portion has been excluded due to unnaturalness and the remainder is of sufficient size) have outstanding opportunities for primitive and unconfined recreation?

Yes _____ No _____ N/A _____

Note: If "No" is checked for both 3 and 4 the area does not have wilderness characteristics; check "NA" for question 5.

Description (describe the area's outstanding opportunities for primitive and unconfined recreation):

(5) Does the area have supplemental values (ecological, geological, or other features of scientific, educational, scenic or historical value)?

Yes _____ No _____ N/A _____

Description:

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Summary of Analysis***Area Unique Identifier:** _____**Summary**

Results of analysis:

(Note: explain the inventory findings for the entirety of the inventory unit. When an LWC has been identified that is smaller than the size of the total inventory unit, explain why certain portions of the inventory unit are not included in the LWC (e.g. the inventory found that certain parts lacked naturalness).

1. Does the area meet any of the size requirements? ☐ Yes ☐ No
2. Does the area appear to be natural? ☐ Yes ☐ No ☐ N/A
3. Does the area offer outstanding opportunities for solitude or a primitive and unconfined type of recreation? ☐ Yes ☐ No ☐ N/A
4. Does the area have supplemental values? ☐ Yes ☐ No ☐ N/A

Check one:

☐ The area, or a portion of the area, has wilderness characteristics and is identified as Land with Wilderness Characteristics (LWC).

☐ The area does not have wilderness characteristics.

Prepared by (team members):

(Name, Title, Date)**Reviewed by (District or Field Manager):****Name:** _____**Title:** _____**Date:** _____

* This form documents information that constitutes an inventory finding on wilderness characteristics. It does not represent a formal land use allocation or a final agency decision subject to administrative remedies under either 43 CFR parts 4 or 1610.5-3.

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APPENDIX C – ROUTE ANALYSIS¹

(Factors to consider when determining whether a route is a road² for wilderness characteristics inventory purposes.)

Wilderness Characteristics Inventory Area Unique Identifier: _____

Route or Route Segment³ Name and/or Identifier: _____
(Include Transportation Plan Identifier, if known, and include route number supplied by citizen information, when available.)

I. LOCATION: Refer to attached map _____ and BLM corporate data (GIS). List photo point references (where applicable) or reference attached photo log:

Describe: _____

II. ROUTE CONTEXT

A. Current Purpose⁴ (if any) of Route: (Examples: Rangeland/Livestock Improvements (stock tank, developed spring, reservoir, fence, corral), Inholdings (ranch, farmhouse), Mine

¹ This form documents information that constitutes an inventory finding on wilderness characteristics. It does not represent a formal land use allocation or a final agency decision subject to administrative remedies under either 43 CFR parts 4 or 1610.5-3.

² Road: An access route which has been improved and maintained by mechanical means to insure relatively regular and continuous use. A way maintained solely by the passage of vehicles does not constitute a road.

a. Improved and maintained – Actions taken physically by people to keep the road open to vehicle traffic. “Improved” does not necessarily mean formal construction. “Maintained” does not necessarily mean annual maintenance.

b. Mechanical means – Use of hand or power machinery or tools.

c. Relatively regular and continuous use – Vehicular use that has occurred and will continue to occur on a relatively regular basis. Examples are: access roads for equipment to maintain a stock water tank or other established water sources, access roads to maintained recreation sites or facilities, or access roads to mining claims.

³ If a portion of a route is found to meet the wilderness inventory road criteria (see Part III) and the remainder does not meet these criteria (e.g., a cherrystem road with a primitive route continuing beyond a certain point), identify each segment and explain the rationale for the separate findings under pertinent criteria.

⁴ The purpose of a route is not a deciding factor in determining whether a route is a road for wilderness characteristics inventory purposes. The purpose of a route does provide context for factors on which such a

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Site, Concentrated Use Site (camp site), Recreation, Utilities (transmission line, telephone, pipeline), Administrative (project maintenance, communication site, vegetation treatment)).

Describe: _____

B. Right-of-Way (ROW):

1. Is there a ROW associated with this route?

Yes ____ No ____ Unknown ____

2. If yes, what is the stated purpose of the ROW? _____

3. Is the ROW still being used for this purpose?

Yes ____ No ____ Unknown or N/A ____

Explain: _____

III. WILDERNESS INVENTORY ROAD CRITERIA

A. Evidence of construction or improvement using mechanical means:

Yes ____ (if either A.1 *or* A.2 is checked "yes" below) No ____ (if both A.1 *and* A.2 are checked "no" below)

1. Construction: (Is there evidence that the route or route segment was originally constructed using mechanical means?) Yes ____ No ____

Examples: Paved____ Bladed____ Graveled____ Roadside Berms____ Cut/Fill____ Other____

Describe: _____

determination may be based, particularly the question of whether maintenance of the route ensures relatively regular and continuous use. The purpose also helps to determine whether maintenance that may so far have been unnecessary to ensure such use would be approved by BLM when the need arises.

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2. Improvements: (Is there evidence of improvements using mechanical means to facilitate access?) Yes ____ No ____ If "yes": by Hand Tools ____ by Machine ____

Examples: Culverts____ Hardened Stream Crossings____ Bridges____ Drainage____ Barriers____
Other____

Describe: _____

B. Maintenance: (Is there evidence of maintenance that would ensure *relatively* regular and continuous use?): Yes ____ (if either B.1 *or* B.2 is checked "yes" below) No ____ (if both B.1 *and* B.2 are checked "no" below)

1. Is there Evidence or Documentation of Maintenance using hand tools or machinery?
Yes ____ No ____ If "yes": by Hand Tools ____ by Machine ____

Explain: _____

2. If the route or route segment is in good⁵ condition, but there is no evidence of maintenance, would mechanical maintenance with hand tools or machines be approved by BLM to meet the purpose(s) of the route in the event this route became impassable?
Yes ____ No ____

Explain: _____

⁵ Good condition would be a condition that ensures regular and continuous use relative to the purposes of the route. Consider whether the route can be clearly followed in the field over its entire course and whether all or any portion of the route contains any impediments to travel.

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C. Relatively regular and continuous use: (Does the route or route segment ensure relatively regular and continuous use?) Yes ____ No ____

Describe evidence (e.g., direct, vehicles or vehicle tracks observed, or indirect, evidence of use associated with purpose of the route such as maintenance of facility that route accesses) and other rationale for whether use has occurred and will continue to occur on a *relatively* regular basis (i.e., regular and continuous use relative to the purpose(s) of the route).⁶

IV. CONCLUSION:

Does the route or route segment⁷ meet the definition of a wilderness inventory road (i.e., are items III.A *and* III.B *and* III.C all checked yes)?

Yes ____ = Wilderness Inventory Road
inventory purposes

No ____ = Not a road for wilderness

Explanation⁸: _____

Evaluator(s): _____ Date: _____

⁶ Include estimate of travel rates for the stated purposes, e.g., trips/day or week or month or season or year or even multiple years in some facility maintenance cases.

⁷ If part of the route meets the wilderness inventory road definition and the remainder does not, describe the segment meeting the definition and any remaining portion not meeting the definition and why.

⁸ Describe and explain rationale for any discrepancies with citizen proposals.

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APPENDIX D – PHOTO LOG

Photographer(s): _____

Inventory Area Unique Identifier _____

Date	Frame #	Camera Direction	Description	GPS/UTM Location	Township	Range	Sec.	Photo Point #